

Department of Correction and Rehabilitation Performance Plan FY10

Contribution to Montgomery County Results

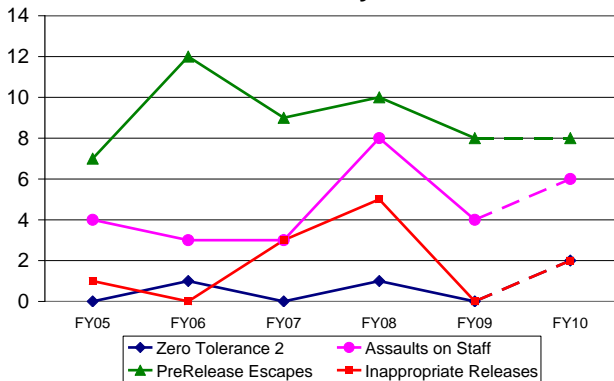
Result: Safe Streets and Secure Neighborhoods

Contribution of DOCR:

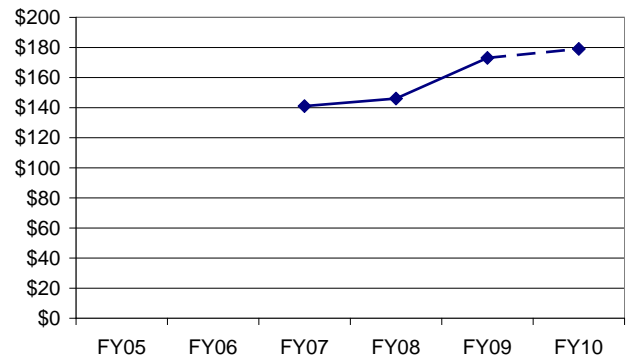
What DOCR Does and for Whom	How Much
Incarcerates inmates securely, safely (staff, inmates, and community), constitutionally; and provides effective supervision for those in pretrial and prerelease programs in the community	<ul style="list-style-type: none"> • \$64,684,380 (98.6%) • 612 WYs. • Total Projected Average Daily Population: 1,023 – Actual 1060. • Number of defendants enrolled in pretrial supervision: 2,200.
Continuously engages the communities surrounding each residential correctional facility (MCDC, MCCF, PRRS) – community and neighborhood collaboration as a function of public safety and responsive government.	<ul style="list-style-type: none"> • Regular scheduled meetings with minutes on the County website. • Seek out community meetings for briefings.
Operates programs to directly support security operations and the safety of all staff and inmates – further to improve inmate growth and development during incarceration in anticipation of community reentry	<ul style="list-style-type: none"> • \$918,440 (1.4%) (Includes teachers on contract). • 8.6 WYs.
Overall	<ul style="list-style-type: none"> • Gross Operating Budget (FY 08): \$65.6 million. • Approved Personnel Complement 568 positions; 620.6 WYs.

Performance¹

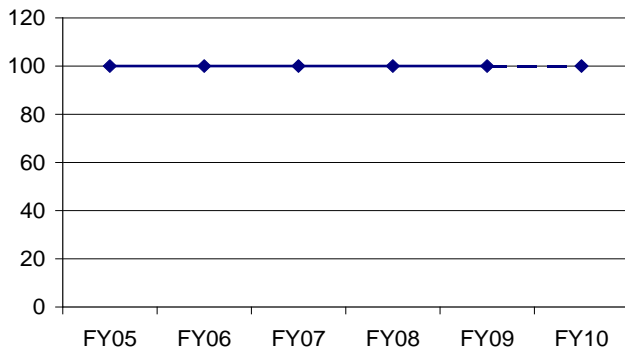
Number of Security Incidents



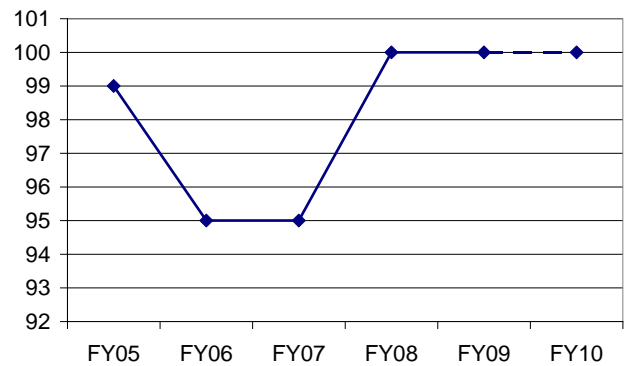
Per Diem Cost Per Inmate



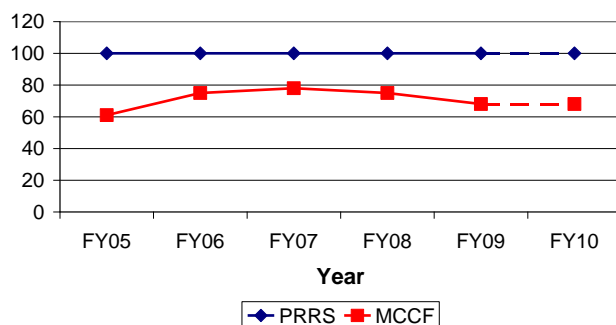
% Total Bed Needs Met



% Accreditation Standards Met



% of Prisoners Participating in Self Growth and Development Programs



Recidivism and Achievement

Under Construction

DOCR is in the process of developing these performance measures – 12/2009.

¹ Notes: (1) Forecasts assume no changes to the current level of effort (funding). (2) “Zero Tolerance” incidents include: suicides, attempted and actual escapes from the jails (but not PreRelease), other deaths, and sexual misconduct by staff/Prison Rape Elimination Act incidents – DOCR seeks zero occurrences in these operational areas. FY10 Budget reflects Savings Plan reductions.

**DOCR Performance Measures Data
Director's Performance Plan Key Measures ¹**

Security Incidents						
<i>Data Topic/Year</i>	FY05	FY06	FY07	FY08	FY09	FY10
Zero Tolerance Incidents ²	0	1	0	1	0	2
Assaults on Staff	4	3	3	8	4	6
PreRelease Escapes/Apprehensions	7/7	12/12	9/9	10/10	8/8	8/8
Inappropriate Releases/Apprehensions	1/1	0/0	3/3	5/5	0/0	2/2

Percent of Accreditation Standards Met						
<i>Data Topic/Year</i>	FY05	FY06	FY07	FY08	FY09	FY10
% Standards Met	99	95	95	100	100	100

Per Capita Cost Per Inmate Per Diem						
<i>Data Topic/Year</i>	FY05	FY06	FY07	FY08	FY09	FY10
Cost/Inmate			141	146	173	179

Percent of Bed Needs Met						
<i>Data Topic/Year</i>	FY05	FY06	FY07	FY08	FY09	FY10
% Total Needs Met	100	100	100	100	100	100

Prisoner Participation in Self Growth & Development						
<i>Data/Topic/Year</i>	FY05	FY06	FY07	FY08	FY09	FY10
PRRS	100	100	100	100	100	100
MCCF	61	75	78	75	68	68

Expenditures

Act FY07	Act FY08	Act FY09	Bud FY10
60,187	63,300	66,500	65,087

WORKYEARS

Act FY07	Act FY08	Act FY09	Bud FY10
626.1	642.3	620.6	597.9

The Story Behind the Performance

Contributing Factors:

- Meeting Accreditation Standards. The Department regularly engages in a series of rigorous national and State accreditations (national are voluntary – State is mandatory) which cumulatively assess and provide feedback on operations across several hundred standards of quality performance. All of the standards are designed to diminish correctional security problems, diminish litigation against the County, create a safer work environment for staff, and provide a safe/constitutional living environment for inmates within the context of a safe community for local residents. In FY08 and FY09, DOCR completed all national standards at 100% - a unique accomplishment based on quality performance and attention to detail by all MCCF and MCDC staff members. PRRS is also fully accredited PRRS (100% compliance) and includes performance measures as part of senior management work sessions. MCCF took an additional unique step in receiving national accreditation for its education programs (Correctional Education Association) and completed this at 100% compliance. Only one in seven jails in the entire nation holds CEA accreditation. PreTrial Services does not have a set of national accreditation standards, but has developed their own statistical performance measures that form the basis of senior management work sessions twice monthly. They engage population management very directly.
- Daily Rigor on Basics. The Department maintains intensive attention to core operations, managing by group process with constant observation and review. Jail management teams (MCCF and MCDC) meet at the beginning of each work day (five days per week) to review operations, evolving issues, high impact issues, and cases and issues of concern. Senior management work sessions occur weekly at PRRS. This is a process that ensures rigorous attention and immediate follow-up as issues are identified, and provides a forum for engaging those issues. Core operations are a central aspect of the daily meetings as are any evolving or special situations. Participation includes all security, program, and operational areas of jail administration. PRRS follows the same focus on national accreditation standards. PreTrial Services attends to daily performance measures as a core element in all review processes. These measures are shared with the broader criminal justice community through the County Criminal Justice Coordinating Commission and other advisory bodies and community groups.
- Bed Space Challenge. Departmental population levels – prisoner average daily population continued to rise, but not at an unprecedented level. This is really quite fascinating – Montgomery County is one of the largest jurisdictions in the United States, with a population approaching 1,000,000. With reasonably low rates of crime, the correctional population in a comparative sense is low, though it pushes our existing capacity so we must be very mindful of both the current average daily population which, by the end of FY09, reached 1050 and at times touched 1100, while continuing to consider longer term trends. The bed space challenge is to maintain the absolute priority of public safety while not over-incarcerating when other nonjail options and alternatives are readily available in a jurisdiction focused on best practices. The County demonstrated, during the unanticipated 2006 spike, that solutions rested with collaboration among all criminal justice agencies including Circuit Court, District Court, the Office of the State's Attorney, Montgomery County Police, the Office of Public Defense, State Probation, and the Criminal Justice Coordinating Commission. By the

end of FY09 there were approximately 100 additional beds available within the system for general population growth.

- During the fiscal year discussed in this report, the final housing unit at MCCF/ Clarksburg-Boyd's was opened on a few occasions and then was closed. This was completely in response to population growth, SAO and Police requests to separate defendants in pack crimes, and a growing gang population. It became crystal clear in FY09 that jail population density was a function of both population size and population complexity. With over 100 separation cases and the growing gang population, MCCF was stretched to almost the maximum in maintaining proper classification and prisoner separation essentials. Security always came first, but through holding W2-6 closed, \$800,000 was saved by not having to staff the unit and the associated corridor post.
- In the performance report of last year (FY 08), the new pretrial case assessment matrix was discussed in this section. FY09 gave us a full year to test its value, and the outcomes were strong, very clear, and of enormous value to fiscal control and jail population management with no negative impact on public safety. Pretrial Assessment recommendations to the District Court approached 50% in FY09 with no growth in the FTA rate (Failure To Appear). This demonstrates without qualification that in large measure jail population management is less a function of bookings and far more a function of operational efficiency across all CJ agencies and specifically outcome improvements in pretrial assessment recommendations that are well respected by the District and Circuit Courts and the Office of the State's Attorney.

Restricting Factors:

- Growing Criminal Severity and Complexity. The crimes and criminals in Montgomery County have become more serious and complex; and the criminal justice population trend line is edging upwards. This trend will increasingly challenge the Department's capability to prevent serious incidents in a proactive manner. There has been an increase in gang arrests involving groups and "pack robberies" with multiple defendants, and some growth in juveniles being admitted for serious offenses. These increases create classification, housing, and safety challenges as well as separation demands (in the limited space available) as requested by the Police and States Attorney. In FY09, as many as 100 separation cases have been requested by Police and SAO, and as this population grows, the capability of providing separations in a space-limited environment will challenge and perhaps surpass our capability. The situation is under control, but it is a newer dynamic that challenges daily operations and fosters the need for greater resolve for zero tolerance outcomes as well as collaboration with other public safety agencies. *This situation also speaks to budget challenges that might seek to reduce core programs that work daily to keep inmates occupied and diminish the potential for discord and violence within the adult maximum security correctional setting (MCCF and MCDC).*
- Growing Diversity of Prisoner Population. The prisoner population is increasingly diverse ethnically and culturally and, in particular, there has been a significant growth in gang members and Hispanic/Latino prisoners. The number of Hispanic/Latino Correctional Officers and social service staff (with bilingual capability) is inadequate to meet this changing demographic current in the correctional population. Gang-focused criminal behavior is aggressively engaged by the Police and the States Attorney, and the adult correctional system needs to continue its efforts to manage this population in a

safe, secure, and humane manner. Staff cultural diversity is a component of that effort. While DOCR has been recognized and honored for diversity recruitment efforts, there is more to do. The number of Latino staff increased during the past year, and we are now involved in seeking the assistance of Montgomery College to provide test examination mentoring and support for applicants. We have plenty of applicants for entry level Correctional Officer, but we seek a broader diversity of applicants to generate more Latino entry level Correctional Officers. We are receiving superior assistance from OHR (Joe Heiney-Gonzalez) in developing this relationship with Montgomery College as we seek out additional Latino Correctional Officers. DOCR has been commended for its aggressive recruitment of a culturally diverse work force and at present (at the end of FY09) 66 staff members had passed language examination denoting bilingual capacity and capability. It is also very clear that additional linguistically competent staff are needed almost exclusively to engage the growing Latino population. This is a clear and distinct challenge that DOCR eagerly accepts.

- Community Corrections. While escapes from PreRelease/community corrections are very low as a percent of admissions (less than 1.3% of almost 600 admissions in FY09), there is room for improvement even in a community based program where an escape is as easy as leaving work and taking the bus to another location. Our aggressive engagement of this issue limits this to a very small number, but we consider any escapes from work release as too many. We need to research any trends, common factors, or predicting elements that would assist in keeping community correctional escapes to the lowest level possible while recognizing the deep commitment of the County to prisoner re-entry efforts for those returning to the community in a short period of time. These prisoners return to our community – not to other states or areas far away from this community.
- Overtime and Health Care Costs as Core Elements of the DOCR Budget. Cost overruns are primarily impacted by structural deficits where limited funds are provided to meet mandatory/legal requirements of pay matrix issues. Additional challenges also rest with overtime to cover mandatory security post coverage. Health care costs are a third dimension given an aging population and serious medical conditions that require mandatory health care intervention that follows a community standard of care. The overtime issue was discussed extensively in the report of the previous year and will not be repeated here; for overtime is now diminishing as a function of improved data collection and data management, full staffing, and rigorous attention to accountability.

In part, this improvement reflects the outstanding analytical work completed by the CountyStat program and the attention they have brought to core organic issues through their intensive analysis. When coupled with the new overtime monitoring methodology, the Custody and Security Staff Deployment (CSSD) system developed internally by DOCR, we now better understand overtime utilization and greater accountability follows. The County, in aggregate, still needs greater attention devoted to sick leave utilization and the length of time it takes staff members to return to work after illness or injury. This is a County level issue in which DOCR is an active participant and seeks to push the envelope towards greater efficiency and County and employee accountability.

Health care: Health care costs reflect meeting a community health care standard as well as all Maryland correctional standards for health care in a population that brings more complex health care problems. No lawsuits have been lost, few are even filed, and our health care outcomes set a national standard. Of all areas of correctional practice,

correctional health care still has the most demanding and clear-cut standards of constitutional practice and clear court decisions. The Department expects greater health care costs as a function of health levels of those arriving in custody. DOCR sees more complex prisoner health care needs as follows: significant increase in orthopedic problems that require specialty care, hypertension and cardiac conditions, complicated diabetes, complicated wounds and infections including MRSA, hypercholesteremia (high cholesterol), and an increase in prisoner patients needing mandatory surgery in various medical specialty areas. A new dimension may relate to advanced flu strains such as H1N1 and methodologies that may be developed on a national level to respond to these almost ever present changing local, regional, national and global health care trends.

- Increased Demand for Beds. DOCR and OMB have realized that, while bed space has been available, this cannot continue in the future. All agreed that a master confinement study and population projection analysis was an essential element of planning for the future. The County planned ahead with the construction of the Clarksburg/Boyd's jail facility by including a footprint for an additional 224 beds. The current jail infrastructure was sized to cover all building support elements to accommodate the final population growth. State funding requirements demand a full population analysis and the time frame of 5-7 years must be factored into the equation from the time that planning for the bed space expansion would start. Due to fiscal challenges that became more pronounced in FY09, a rigorous study could not be conducted and this need continues into the coming year. Bed space and population management briefings occur regularly with daily commentary on trends and movements and monthly data analysis. Such analysis must involve all CJ stakeholders – jail beds reflect the entire adult CJ system.

What We Propose to Do to Improve Performance

- Continue Current Management Practices. The Department will maintain on-point daily attention to all standards of operation – there is no substitute for attention to this level of detail in quality corrections. There is little additional cost in a determined focus on implementing standard operating procedures and meeting all State and national accreditation standards that cover every aspect of correctional operations. Staff selection/retention will continue to be a priority to ensure high quality employees are selected and retained. While technology is important, nothing replaces quality staff in the work of corrections.

The implementation and coming on-line of IJIS/CRIMS (Integrated Justice Information System-Correction and Rehabilitation Information Management System) will move DOCR into modern information methodologies to support safe, efficient, and quality daily operations. Programs from adult basic education through faith community involvement and volunteer programs involving over 430 members of the community must be continued to keep inmates active and diminish the potential for discord, violence and other negative behaviors that grow as population crowding expands. One does not wait for programs – we engage them ahead of the curve through security initiatives, security standards implementation, and strong program involvement.

All of the above are in part dependant upon our core funding level and, by the end of FY09, it was clear that the potential existed to challenge our ability to operate at the current positive level if a negative revenue and budget situation were to continue. While this report covers FY09, it is being written in FY10 and it would not be appropriate to

leave out the enormous budget challenges that are now impacting every element of DOCR operations. This will be discussed more fully in the FY10 Performance Evaluation report as it is very much a virtual crisis in progress.

- Diversity Recruitment. Refined techniques of diversity recruitment will be fostered to expand recruitment and hiring of Hispanic Correctional Officers and other Department staff. DOCR has won the County diversity award for its efforts in the past, but a greatly expanded focus towards seeking out and successfully recruiting well qualified Hispanics/Latino staff is mandatory for DOCR. Within the confines of resource availability, community outreach, expanded networking and community advertising, a language proficiency differential, and assistance of groups such as Montgomery College will be utilized in parallel to the County Executive's diversity recruitment focus currently being led by the County Office of Human Resources. This process never stops. DOCR knows without qualification that we cannot wait for highly qualified persons to come to us – even in a poor economic situation, highly qualified and culturally competent individuals have many options and we must compete for their attention and their employment.
- County Executive Decides Upon New Jail and Training Unit to Replace MCDC - In October, 2008, the County Executive completed his review of the MCDC Reuse project. He has sent to Council a proposal for a new criminal justice complex to be constructed on the site of the Rockville District Police Station after it is relocated. This decision was based on cost projections that suggested it was not cost effective to repair an aging facility when a new complex in Rockville could be built for the future. The CIP supplemental also includes a full DOCR training facility to be added to the correctional facility in Clarksburg. The project will take 5–6 years for planning, design, bidding, and construction; and it replaces in total the previously proposed MCDC Reuse Project. While this report covers all of FY09, it is actually written in November-December, 2009 and the new criminal justice project that includes a new jail on the site of the current Rockville Police District Station will be initiated by the County Council in January, 2010.
- Address Culture of Work Attendance, Leave Utilization, and Return to Work Strategies. This issue was reported and discussed in the previous year report. It continues as an essential work in progress and it is now assisted through analytical efforts of CountyStat. Engaging overtime must involve a County commitment to review the culture of work attendance, leave utilization, and return to work strategies. This issue will be discussed with the CAO, OMB, and OHR to determine the focus and action plan. Collaboration with OHR and labor relations coordination is a central element in responding to this area of attention, for staff availability is the core element of ongoing budget considerations. Resolution of this issue may involve additional full-time staff to meet staffing requirements for security operations as well as changes in County practices and procedures. CountyStat attention and focus on overtime across all CJ agencies and Transportation speaks well of this as a County priority. DOCR welcomes the attention and analysis in an effort to diminish reliance on overtime to staff basic security posts. This is an ongoing iterative process.
- Develop Greater Pretrial Efficiencies. The Jail Population Work Group, with DOCR taking the lead, continues to examine every aspect of pretrial process to see where efficiencies can be enacted that provides bed space through improved process. The message is not simply quality operations but also collaboration in building efficient and speedy operations that foster reduced levels of bed space utilization. This is not a focus on more lenient outcomes or creating bed space through reducing standards of quality. That approach reduces community safety and creates a dysfunctional justice system.

Our focus will be on improved process and the quality of decisions that foster better outcomes throughout the system. The absence of a highly skilled analytical capability within DOCR is a restricting factor and efforts for developing this internal capability are part of the FY09 budget submission to the Executive. DOCR needs the same level of planning and analytical capability as those Executive and Council groups that oversee and review accountability within this agency. DOCR must operate on an equal footing.

- Engage Issue of Recidivism. FY09 will see the development of a methodology and process to study the issue of recidivism. DOCR will be one of the only county jail systems in the United States to seek to measure this outcome and understand how it can be studied in a short term, county focused correctional population. A grant from the Maryland Governor's Office of Crime Control and Prevention (GOCCP), awarded in January, 2008 to a noted and skilled criminal justice expert panel under the direction of Dr. Craig Uchida, Ph.D. (former Director of Criminal Justice Research at the National Institute of Justice and current member of the Criminal Justice Coordinating Commission), will assist in developing the first study on this measure in a county system in Maryland. Incarceration is more than locking people up in Montgomery County – approaches to positive post-release outcomes are a longstanding focus of executive and legislative efforts in this community. The first report will be formally submitted to the Montgomery County Council in the November, 2009 and will be discussed as this matter progresses in the performance report for the coming year.

Appendix A:

Budget

- 1. Revenue from Federal Prisoners – The number of Federal prisoners that can be accepted no longer equals the number in our custody.** In FY09, this initially reflected a population spike that for a period of time challenged bed space capacity. We grew concerned that we might move to capacity for County prisoners. While federal prisoners held for the Federal District Court in Baltimore and Greenbelt bring in revenue of \$80 a day, County needs always come first. To this population spike was added the prisoner complexity issue that was discussed earlier in this report, and the need for greater bed space for pack crime separations (of defendants) at the request of SAO and Police, and a growth of the number of gang members with corresponding security and separation issues. Competition is now a major factor amongst numerous Maryland Counties who seek the revenue from holding prisoners for the Federal Court and the US Marshall.

Federal sentenced prisoners from the Bureau of Prisons returning to this area are also accepted on a case by case basis (increased from 20 to 30). The FBOP pays the County \$113 per diem for housing soon to be released convicted federal prisoners at PRRS in the last six months of their incarceration. These are all federal inmates returning to this region. This population group is expanding as is FBOP (Federal Bureau of Prisons) revenue, as we do have space at PRRS that is otherwise not available for pretrial detention at MCCF. This revenue further assists with the local budget. Bed space is always available for County prisoners and this process, of long standing, assists federal colleagues, assists with local re-entry, and does not detract from any local program operations for County prisoners. Given the large number of criminal aliens (convicted) who pass through the County correctional system, DOCR remains attentive to the annual federal review of the State Criminal Alien Assistance Program (SCAAP) which generated \$1,453,755 in FY09. The SCAAP program has been zeroed out of every Executive Budget over the last five years, but each year it has been restored as a result of Federal Legislative intervention. We have worked with our Maryland Federal Senators, who have actively supported restoration given the large number of offenders who pass through our correctional system and qualify for SCAAP reimbursement to Montgomery County. Montgomery County holds no detention cases for ICE after identification. When a prisoner who has completed their County cases is identified as being sought by ICE, contact is made with ICE and they are removed from our County custody within 48 hours. No reimbursement of any kind is received or sought from ICE and this reflects County policy at the highest level.

- 2. Funding Sought for Master Confinement/Population Projection Study and Analysis –** Given the importance of monitoring inmate population growth (and its impact on future capital project decision making), a formal “Master Confinement” population projection study is needed. Given the period of time to move from analysis to capital construction and requests for State funding, we must be at least five (5) years ahead of this effort to ensure the availability of cell capacity for criminal justice agencies. A formal Master Confinement study begins this process in earnest (\$300,000 est.). DOCR has no skilled and trained analytical capability regarding program and population analysis. This lack places the Department at an ongoing deficiency compared to those organizations which analyze our work (Council Public Safety Committee, CountyStat, OMB, and other organizations).

Appendix B

Implementation/Timelines and Deliverables

1. **Continue Current Management Practices** - Deliverable accomplishments continue as noted above regarding daily attention to several hundred correctional operating standards that guide and direct our operations. These include practices already in effect including collaborative meetings, work sessions with decision-makers, intensive inspections, listening carefully to employees, and monitoring our own performance. The next phase is to move to the CRIMS methodology and bring DOCR into the 21st century through use of information technology to augment the people skills of staff with state of the art information technology. The contract with Syscon Justice Systems, Inc. for CRIMS deliverables was signed December 31, 2009. The IJIS Inquiry system went into full production in September, 2009, under the direction of DTS but with full involvement of the IJIS Steering Committee. The CRIMS and SAO system inquiry views will be added to IJIS when these new systems are implemented.
2. **Correction and Rehabilitation Information Management System (CRIMS) –**
The CRIMS solution, consisting of 40,320 cross-data reference points, will maximize the operational effectiveness of all divisions of DOCR. The CRIMS solution will provide specific technology improvements for all jail management functions (i.e., Booking, Housing and Records, PreTrial Services, PreRelease and Re-Entry Services, Food Services, Medical, Mental Health, Accounting, Training, Staff Scheduling, Biometrics and Photo ID), allowing for a safer, better informed, and more productive correctional staff. The following elements are planned for completion within the next six (6) months:
 - CRIMS Booking Solution Implementation (end-to-end Central Processing Unit automation) - June 2009;
 - Initiate CRIMS Jail Management Solution configuration – July 2009.
3. **New Jail and CJ Campus Project (Rockville) and Training Unit (MCCF) –** The County Executive made a clear determination to halt implementation of the MCDC ReUse Project and to replace it with a new Jail/Criminal Justice Intake Facility. The decision reflected his desire to gain the efficiencies of a new structure rather than patching and renovating an older physical plant. This will generate the need for a completely new CIP project that will start from scratch. FY09 saw the completion of a detailed management study and very general budget projections. The CIP Project was sent to the Public Safety Committee of the Montgomery County Council which took it under advisement for the majority of FY09. The Project will be reviewed by the Public Safety Committee in January 2010 (FY10).
4. **Engage Issue of Recidivism** - With funding from the Maryland Governor's Office of Crime Control and Prevention and full support from the DOCR, Justice & Security Strategies (a criminal justice consulting firm) will conduct the first ever comprehensive recidivism analysis of sentenced inmates leaving the local correctional system using a methodology developed by the Department. The study will find the rates and timing of subsequent re-offending - defined as arrests, convictions, violations (probation and parole), and incarcerations - for a sample of 300 male and 300 female sentenced offenders released in 2003/2004 using national, state, and local criminal record databases. This study will examine differences among subgroups by criminal history, sentence length, and background characteristics (age, gender, ethnicity, race, etc.) and will answer questions such as:

- What are the rates of rearrest, reconviction, and reincarceration for inmates sentenced into the Montgomery County Department of Correction and Rehabilitation (DOCR)?
- What were the original offenses for which these inmates were incarcerated, and what is the nature of the offense that resulted in their reconviction?
- What are the demographics of recidivism? Are there differences in socioeconomic status, race, and ethnicity? Are men more likely to be rearrested or reconvicted of a crime than women? Are younger persons more likely to recidivate?
- If an inmate did recidivate, what was the nature of the subsequent crime or crimes?
- For those released under conditional supervision – parole and probation - are recidivism rates higher and what proportion commits new crimes and technical violations?

Although this is not a program evaluation, the results will provide the Department and the larger criminal justice community with a better understanding of “offender flow” to target intervention and programmatic efforts to diminish reoffending, to establish baselines for future evaluations of strategies, and to assist in managing jail bed space. As one quarter of the inmates in DOCR are from jurisdictions outside of Montgomery County, the study will shed light on interjurisdictional patterns of reoffending. The complexity of the data collection covering numerous criminal justice data bases to ensure a full review extended this element of the project. The first section of the report, which is a beginning for this process, will occur in November 2009 before the Public Safety Committee of the Montgomery County Council.

Appendix C

Data Development Agenda

Data development is a critical component for DOCR in several areas of agency practice. The following are noted as highest priorities:

- **Correct Distribution of Correctional Officer Positions and Overtime Dollars** - In FY09, with the superior intervention and involvement of CountyStat, DOCR and other public safety agencies finally had a tool available to confront overtime utilization. When coupled with the new CSSD (Custody and Security Staff Deployment system), DOCR's overtime accountability matrix, DOCR was able to demonstrate an understanding of its overtime - not simply explanations for it. For years, thoughtful explanations and data elements were presented regarding overtime utilization. No abuse was found, but economies of scale truly beginning in FY09 in overtime utilization followed serious analysis in the quarterly CountyStat review sessions. The CountyStat process will certainly be reviewed elsewhere, but it must be noted that through CountyStat and CSSD – overtime data development – DOCR was able to operate within its overtime budget for the first time in at least 15 years. Public safety was not compromised – all security posts were covered every day of the week and on every shift. Clearly, CSSD and CountyStat data elements are now a core part of DOCR operating methodology and practice. The one missing component is an electronic scheduling system to help bring this all together. Hours upon hours are wasted in reviewing antique scheduling components and all agreed this last element is essential and funding will be sought to bring it on line as has already occurred for Police and Fire Rescue.
- **Basic Recidivism Data** - This has been a focus of DOCR and the County Council Public Safety Committee to push to the next level of correctional operations after security, constitutional practices, and quality operations have been achieved and sustained. A grant from the Governor's Office of Crime Control and Prevention, received by a noted national/local organization in 2008. The first report will be presented to the Executive and the County Council by the end of 2009 (which is in FY10). A full discussion will occur in the coming year's performance evaluation report. It will be the first report of its kind focusing on a county correctional system in this country.
- **Population Management Data and Key Elements in that Process** - Given a slow but steady growth in the adult correctional population, the County must determine when it is most advantageous to complete the build-out of MCCF and add additional capacity. It is time for a full Master Confinement Study that includes a full population projection. This is a very complex study – requiring skill well beyond the Department's internal capacity - which should be completed by a neutral, professional, outside expert. Funding has been requested in the FY09 budget to issue an RFP for a highly qualified external vendor to complete this complex analysis. Given a rather severe drop in County revenues, the study could not be funded. OMB stepped forward and noted its full support for this critical and complex study and other funding avenues are now under review. This is one of those unique but mandatory analytical steps that must be completed to develop an action plan for the next generation in the area of adult corrections.
- **Budget Development Data** - Refinement of budget needs and requests requires a deeper understanding of specific operational categories that should be addressed not only for OMB, the County Council, and CountyStat, but also for a greater departmental

understanding as we seek to make resources last longer even in the face of inmate population growth. This is an iterative process that continued throughout all of FY09 and included truly collaborative work on structural budget deficit elements – work conducted with OMB and the Montgomery County Council Public Safety Committee.

Addendum: Responsive and Sustainable Leadership

Responsive and Sustainable Leadership has been the cornerstone of the County Executive's vision for Montgomery County government. To advance this vision, we have identified the following overarching goals for all County departments:

1) Collaborations and Partnerships:

Department actively participates in collaborations and partnerships with other departments to improve results beyond the scope of its own performance measures.

- **Criminal Justice Behavioral Health Steering Committee** - The Steering Committee was established in 2000 to further develop a system that will positively impact the incarceration of the mentally ill as well as larger coordination issues between County and community in the areas of both mental health and substance abuse. The Committee meets regularly – five times each year – through all of FY09. Membership on the Committee now numbers over 40 participants covering members from multiple county agencies, County Council, Criminal Justice Coordinating Commission, State agencies, Courts, community providers, and stakeholder consumer advocacy organizations. This is a superior ongoing process.
- **Montgomery County Correctional Facility Re-entry Coordinated Case Management Work Group** - Many sentenced offenders are not eligible to move from the jail to the community-based PreRelease Center for community corrections re-entry planning. This ineligibility reflects their criminal history, record of dangerousness or existing warrants, detainers, or other legal holds. MCCF has established a new re-entry program involving serious collaboration with numerous stakeholders – County and community -- to review an offender departing within 90 days (not eligible for PRRS) to cover needs, linkages, and re-entry planning. Significant collaborative planning was necessary as this concept is largely new in county corrections in this country. FY09 saw energetic improvements in coordinated case management and re-entry opportunities covering a broad range of agencies.
- **Gang Task Force** - Direct support is provided to law enforcement and HHS program efforts regarding participants in gang activities and efforts to refocus that behavior while in jail and in preparation for return to the community through community-based linkages. As a result of leadership provided by the Montgomery County Police and especially Chief Tom Manger, the DOCR Gang Intelligence Coordinator was added to the Montgomery County Police Gang Unit. This linkage improved information available to the Police and the SAO. Throughout FY09, the Chief of Police and the State's Attorney complemented DOCR many times for the quality of gang intelligence information provided to the law enforcement community.
- **Re-entry Public Policy** – Throughout FY09, DOCR was cited over and over again for the quality of its work in community corrections and offender re-entry. Staff participated in Federal briefings to Congress on the capability that County corrections could bring to this issue area. The passing of the Second Chance Act in early FY09 brought many visitors to DOCR to observe

what is possible in a county setting. The collaboration element had been firmly entrenched within County government. The major new element was a serious and ongoing involvement with the National Association of Counties, Council of State Governments, numerous public policy advocacy organizations, the US Department of Justice, correctional organizations in other states and several international contacts focusing on offender re-entry. FY09 saw a national acceptance of offender re-entry as a serious public policy issue – one that had been recognized for a generation in Montgomery County. Special thanks and commendation must go to the staff and members of the Montgomery County Council Public Safety Committee, which has maintained steadfast high level of support and attention to offender re-entry and its potential at the county level. For many years, county jails were not considered as part of this equation – how foolish given over 12 million county jail releases into the community in a given year. This is not a missed opportunity in Montgomery County.

2) **Effective and Productive Use of the Workforce/Resources:**

Department actively works to effectively and productively use its workforce/resources, including, but not limited to, better management of overtime, implementation of productivity improvements, reduction of ongoing costs, and efficient use of other resources.

- **Custody and Security Staff Deployment System (CSSD)** – in house software developed to allow detail tracking and analysis of use of overtime in the jails and PreRelease Center. This system, which received a national NACo award, allows security managers and supervisors real time awareness of staffing and staffing patterns. Experience to date in the jails indicates significant increases in efficient use of staff and reduction of overtime.

3) **Succession Planning:**

Department actively plans for changes in its workforce, in order to maintain continuity of services, develop staff capabilities, maintain and/or transfer knowledge, and enhance performance.

- **Keeping All Core Staff Positions Filled** – succession planning begins with keeping core positions filled. This is often forgotten, but the future begins with the present and the present includes having positions filled to conduct the work of the agency. Recruitment of entry level staff never stops at DOCR and our HR Unit uses many tools in this area. Most jails show many entry level correctional officer vacancies due to turnover and lack of initiative in recruitment. During the past year the key position of correctional officer was the source of ongoing recruitment efforts and staffing was regularly over 99% and often at the 100% level. We hire one of fourteen applicants, so these HR efforts take a great deal of work, initiative, and value-focused involvement. We do not lose line correctional staff to other agencies – even those that pay a considerable higher salary.
- **Focused Management Sessions For Senior Managers and Unit Chiefs** – Each of our divisions holds senior staff operational work sessions on a daily basis or several times per week. These are not simply staff meetings. These

are management training sessions for a wide range of issues are discussed and strategies developed; and in the process those staff on a track for greater responsibility, observe decision making, not in a classroom, but on the shop floor. This also provides an ongoing and regular opportunity to engage topics covering the full range of correctional operations. We consider this to be a core element of both staff training and succession planning.

- **Certification of Senior Managers Through the American Jail Association** – The American Jail Association offers a rigorous accreditation and certification process for jail managers. This is voluntary, but we are integrating it into our Work Force Development and succession process efforts. Several staff at the Lieutenant, Captain, Senior CS level and Deputy Warden have completed certification efforts that take well over a year and require detailed involvement across a wide range of categories. Making this a part of individual development and agency planning helps create the next group of senior managers, Wardens and above.

4) Internal Controls and Risk Management:

Department actively assess its internal control strengths, weaknesses, and risks regarding compliance with laws and regulations, recording of financial transactions and stewardship over County assets. As subset of this goal, each department also manages risk pertaining to improving workplace safety, decreasing work-related injuries, and reducing County exposure to litigation.

- **National Accreditation Generates Positive Impacts Across the Operational Board** – Earlier in this report we discussed meeting voluntary national accreditation standards and its impact on diminished litigation, safe and effective operations, and performing at the best possible level from a safety and security, public health, and community concern/risk avoidance perspective. There are few systems in the entire nation that hold national voluntary accreditation from the American Correctional Association, National Commission on Correctional Health Care, and Correctional Education Association. The first two directly impact each of the issue areas raised in this section, for each has hundreds of core operating principles and standards and accountability measures that create a safer and more effective public safety environment. Each DOCR facility also holds a 100% compliance status from the Maryland Commission on Correctional Standards. These are not certificates on the wall – meeting these standards drive operational accountability and process and review three shifts per day and 365 days per year. There is nothing more important in guiding the work of this agency after hiring quality staff than meeting national voluntary standards and mandatory State of Maryland standards.

We also follow all known guidelines from the ADA (Americans with Disabilities Act) as applied to a full range of inmate related issues as well as staff/personnel issues. We receive superior on-going advice and direction from the Office of the County Attorney, OHR – Occupational Medical Services, and other County offices as issue-specific matters arise. We retain an open mind and have changed many policies in conformity with the changing world of ADA requirements. Given the enormous national litigation picture from ADA and EEO, staying on top of these areas continued to generate the absence of litigation during the year under review.

5) **Environmental Stewardship:**

Department actively makes appropriate changes to workplace operations, workflow, employee behavior, equipment use, and public interactions to increase energy efficiency, reduce its environmental footprint, and implement other environmentally responsible practices.

- **DOCR and Green Initiatives** - Paper reduction as well as the reduction of polystyrenes has been a focus in every DOCR Division. MCCF pushed the discussion of alternative energy on the correctional campus and are moving toward an RFP to evaluate wind power as an additional source of supplemental energy. Serious discussions took place and DOCR would love to be the first County agency using windmill technology to develop energy. Advancing this discussion will be a priority in the coming year.
- **Noting Pre-Trial Paper Reduction Efforts** – The PreTrial Services Division has instituted several paper-reduction measures such as converting paper reports to the State's Attorney and Public Defender's Office to electronic copies; changing business practices in all units to reduce the documents from clients that we need to copy; contact offenders mostly through phone calls – thus eliminating letters being sent; and the reduction and combining of many forms used across all four PreTrial sections.
- **Energy Audit/Solar Panels at Pre-Release and Re-Entry Services Division** - The County's Department of General Services (DGS) contracted for a complete energy audit of the Pre-Release Center. The completed plan serves as a blueprint to implement a number of measures to reduce energy consumption. As part of the plan, DGS is preparing to contract for the repair of the solar panels on top of the building.
- **Management Services Division – Specific Paper Reduction Efforts** - Initiated paper and printing reduction among Management Services sections, using less color, defaulting to duplex printing, and sending and saving electronic documents rather than paper ones.